



Chapter 12

PLAN IMPLEMENTATION

INTRODUCTION

This Plan contains the City of Franklin's vision for its future. It provides a plan for the City for the attainment of the goals and objectives the City has set for itself as expressed in this document. In a practical sense, however, this Plan cannot be effectively implemented until the steps necessary to implement it have been specified and, ultimately, acted upon. After the adoption of this Plan by the City, realization of this Plan will require faithful, long-term dedication to this Plan's underlying goals and objectives by City officials. Thus, the adoption of this Plan is only the beginning of a series of actions necessary to achieve its goals and objectives. This Plan should be used as a guide for making decisions concerning all land development in the City.

Adjustments to this Plan should be made only when such changes meet the expressed criteria for Plan changes set forth in this Chapter. Consequently, one of the important tasks before the City's Plan Commission is to reevaluate and reexamine this Plan on an annual basis or as becomes necessary due to any changing conditions. This document, as permitted by State law, is the basis for many of the laws the City itself will pass for this Plan's realization.

This Plan specifies that urban and suburban development should be avoided that would require: the conversion of the best remaining agricultural lands in Milwaukee County to such uses or the encroachment into primary environmental corridors, secondary environmental corridors, or other environmentally significant lands; the draining and filling of wetlands, lakes, ponds, streams, floodplains, or drainageways; the grading of steep slope areas; or the destruction of young or mature woodlands (see the natural resource protection standards set forth in Chapter 3 and objectives, principles and standards set forth in Chapter 6). These policies are central to a sound development and environmental preservation strategy for the City. In fact, the effectiveness of many of the more specific recommendations of this Plan will be lost if these policies are ignored or greatly compromised. Development policies and practices that consider the limitations of the

natural environment will, in the long-term: preserve the overall quality and character of the environment in the City: avoid the creation of serious and costly environmental and developmental problems: avoid the need to provide costly urban and suburban facilities and services over an ever-widening area.

The attainment of this Plan for the City will require not only changes in the current development-related policies of the City, but also the introduction of some new Plan implementation instruments and the modification of some existing implementation tools. Very important modifications to the City's Zoning, Sign, and Subdivision Ordinances will be required to properly implement this Plan. The Zoning Ordinance should be revised to better reflect current land uses existing lot sizes (particularly in the residential districts), and to make zoning a more effective tool for implementing this Plan. Also, several new zoning districts will need to be added to the Zoning Ordinance to implement certain elements of this Plan; particularly the zoning districts which implement the various land use districts presented and described in Chapter 8. All rezoning applications should be carefully reviewed as to their relationship to this Plan. An official map should be created to implement the street system and public sites. All sanitary sewer extensions should be carefully reviewed for impact on Plan implementation as well as on the approved sanitary sewer service area delineation (see Chapter 10).

These various Plan implementation tools will be explored in greater detail in this chapter. In addition, a methodology for accomplishing Plan amendments is set forth so that Plan amendments are protected from being construed as either arbitrary or capricious.

PUBLIC INFORMATIONAL MEETINGS, HEARINGS, AND PLAN ADOPTION

Wisconsin city planning enabling legislation does not require local plan commissions to hold public hearings on proposed plans prior to adoption. It is nevertheless good planning practice to provide for and promote active citizen participation in the planning process. Such public hearings and related public informational meetings are desirable to acquaint residents and landowners with the details of proposed plans, and to solicit public reaction to Plan proposals. During the process of creating this Plan for the City, many public informational meetings were held during each phase of the project. This included the holding of special public hearings on each of the detailed special planning districts, neighborhood, and planning areas as well as on each of the chapters of this Plan.

COMPREHENSIVE AMENDMENT OF THE CITY'S ZONING ORDINANCE

All rezoning applications should be carefully reviewed as to their relationship to this Plan. This should be standard practice before any zoning recommendations are made by the City Plan Commission to the Common Council. The City Zoning Ordinance should be comprehensively amended to better reflect current land use patterns as well as planned land uses, and to make zoning a more effective tool for implementing this Plan. Therefore, at a minimum, all of the Zoning Ordinance amendment recommendations set forth herein should be accomplished as soon as possible following Plan adoption. Any such amendments should include addressing those zoning problems and issues raised in Chapter 5 and the amendment of existing zoning districts, or the creation of new zoning districts, to implement the land use districts set forth in Chapter 8. These amendments will bring both the Zoning Ordinance text and map into conformance with the concepts and proposals advanced by this Plan.

A Zoning Ordinance is one of the most essential tools communities can use for implementing their comprehensive master plans. By this legal means for controlling development within the City, an orderly and desirable pattern of land use can be achieved which is also in conformance with this Plan. The Zoning Ordinance coordinates development activities with the various policies expressed by the City in this Plan. The Zoning Ordinance contains provisions for regulating the use of property, the size of lots, the intensity of development, the provision of open space, and the protection of valuable natural resources. It is the City's intent that the Zoning Ordinance be one of several primary implementing tools of this Plan; as such, it should substantially reflect and promote the achievement of this Plan's goals and objectives.

This chapter sets forth both residential and non-residential zoning district types needed for the effective zoning implementation of this Plan. Each of these districts is intended, when applied properly, to minimize the creation of nonconforming uses and substandard lots while maximizing design flexibility within the framework of utility and construction cost efficiency.

Residential Zoning Districts

There are 10 proposed residential zoning districts. The R-1 through R-8 Districts would, for the most part, be similar to already existing residential zoning districts which have the same designations. Chapter 8 presented in great detail the planned land use districts. The following recommended residential zoning districts need to be drafted in a fashion which would implement the land use districts set forth in Chapter 8. Of the district options

presented for each of the land use districts in Chapter 8, the conventional option most closely resembles the corresponding existing zoning district minimum lot design criteria for the district. The names of each of the recommended zoning districts are as follows:

- R-1** Countryside/Estate Single-Family Residence District
- R-2** Estate Single-Family Residence District
- R-3** Suburban/Estate Single-Family Residence District
- R-3E** Suburban/Estate Single-Family Residence District
- R-4** Suburban Single-Family Residence District
- R-5** Suburban Single-Family Residence District
- R-6** Suburban Single-Family Residence District
- R-7** Two-Family Residence District
- R-8** Multiple-Family Residence District
- VR** Village Residence District

The names of these recommended zoning districts also coincide with the various community character types presented in both Chapters 4 and 6 of this Plan. Using the proper district names, density and lot design characteristics set forth in this Plan will help to assure the necessary consistency between this Plan and its implementing Zoning Ordinance.

Non-Residential Zoning Districts

There are 24 proposed non-residential zoning districts. The following recommended non-residential zoning districts need to be drafted in a fashion which would implement the land use districts set forth in Chapter 8. The names of each of these districts are as follows:

Business Districts:

- B-1** Neighborhood Business District
- B-2** General Business District
- B-3** Community Business District
- B-4** South 27th Street Business District
- B-5** Highway Business District
- B-6** Professional Office District
- CC** City Civic Center District
- VB** Village Business District

Industrial Districts:

- M-1** Limited Industrial District
- M-2** General Industrial District
- M-3** Quarrying and Extractive District
- BP** Business Park District

Public and Semi-Public Districts:

- I-1 Institutional District
- P-1 Park District

Agricultural Districts:

- A-1 Agricultural District
- A-2 Prime Agricultural District

Floodland Districts:

- FW Floodway District
- FC Floodplain Conservancy District
- FFO Floodplain Fringe Overlay District
- SW Shoreland Wetland Overlay District

Special Districts:

- PDD Planned Development Districts
- AO Airport Overlay District
- HPO Historic Preservation Overlay District
- L-1 Landfill District

Other Zoning Ordinance Amendment Recommendations

General: Many other elements of the City's Zoning Ordinance also need to be amended to effectively implement this Plan. Chapter 5 presented both an analysis and discussion of the existing City Zoning Ordinance and the various problems associated with its continued use. Significant issues and problems were raised relative to its zoning district structure and type, gross overzoning and underzoning, strip zoning, the inadequacies associated with buffering land uses of differing intensities, the inadequacies of district lot sizes in many of the districts (both residential and non-residential), the inadequacies of building and structure height limitations in the non-residential districts, the inadequacies associated with the off-street parking standards, and the poor use of the floor area ratio concept. Many of the urban design criteria set forth in Chapter 6 need to be effectively incorporated into the City's Zoning Ordinance. Other recommendations are briefly described as follows.

Natural Resource Base Protection Standards: The ineffective nature of the C-1 Conservancy District to protect natural resource base features was described in Chapter 5. Therefore, the C-1 Conservancy District zoning classification is recommended to be repealed and replaced with the natural resource base protection standards described in detail in Chapter 3.

Natural resource base protection standards are to be set forth for the protection of the City's steep slopes, woodlands and forests, lakes and ponds, stream corridors, floodplains, drainageways, and wetlands and shoreland wetlands. These standards are given in Table 12.1.

Table 12.1

NATURAL RESOURCE BASED PROTECTION STANDARDS

Resource <i>Steep Slopes:</i> Percent	Development or Zoning District Type		
	Agricultural	Residential	Nonresidential
<u>Steep Slopes:</u>			
10-19%	.00	.60	.40
20-30%	.65	.75	.70
+30%	.90	.85	.80

Woodland and Forest:

Woodland/ Forest Type	Development or Zoning District Type		
	Agricultural	Residential	Nonresidential
Mature	.70	.70	.40
Young	.50	.50	.30

Other Natural Resource Base Elements:

<i>Lakes and Ponds</i>	= 1.00
<i>Streams</i>	= 1.00
<i>Floodplains</i>	= 1.00
<i>Drainageways</i>	= 0.30
<i>Wetlands/ Shoreland Wetlands</i>	= 1.00

Source: Lane Kendig, Inc.

Floodplains and shoreland wetlands are further protected by the existing FW Floodway District, FC Floodplain Conservancy District, the FFO Floodplain Fringe Overlay District, and the SW Shoreland Wetland Overlay District of the existing City of Franklin Zoning Ordinance and their respective delineations. These zoning districts are recommended to be retained.

CERTIFIED SURVEY MAP AND SUBDIVISION PLAT REVIEW AND RELATED ORDINANCE AMENDMENTS

This Plan should serve as the basis for the review of all proposed certified survey maps and subdivisions in the City area. Any proposed departures from this Plan should be carefully reviewed by the City Plan Commission. Such departing should be allowed by the City Plan Commission only when it finds that they are in the public interest and do not conflict with this Plan. This is particularly important relative to the platting of residential lots, since the detailed plans set forth in this Plan also set forth lotting patterns.

The current City Subdivision Ordinance should be carefully reviewed in view of its capabilities to assist in the implementation of this Plan. Many such community subdivision ordinances have been antiquated due, in part, to changing State enabling legislation pertaining to subdivisions or the changing of acceptable engineering and/or land surveying practice or standards for the proper division of land. For instance, since the adoption of the City's Subdivision Ordinance, Chapter 236 of the Wisconsin Statutes has been altered to revise the former 40-day preliminary plat review period for a municipality to 90 days, and has also revised the 20-day preliminary plat review period of an objecting authority to 30 days. The City's Subdivision Ordinance should be amended to reflect these changes.

Many of the urban design criteria set forth in Chapter 6 also need to be effectively incorporated into the City's Subdivision Ordinance. These criteria are particularly important to the proper design of both subdivisions and certified survey maps.

There is a need to require that all types of land divisions, both certified survey maps and subdivisions, prepare a "Natural Resources Plan" when such land divisions are located on properties with natural resource features. Such a plan would describe the extent of the resources, which portions are to be preserved, and the method of protection and preservation (i.e. easement, dedication, zoning, etc.).

OFFICIAL MAPPING

Section 62.23(6) of the Wisconsin Statutes provides that the Common Council of any city may establish an official map for the precise identification of right-of-way lines and site boundaries of streets, highways, waterways and parkways, and the location and extent of railway rights-of-way, public transit facilities, parks, and playgrounds. Currently, the City of Franklin does not have an official map which meets these requirements. Such a map has the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, waterways and parkways, the location and extent of railway rights-of-way, public transit facilities, parks, and playgrounds.

The official map is intended to be used as a precise planning tool to implement public plans for streets, highways, waterways and parkways, railways, public transit facilities, parks, and playgrounds. One of the basic purposes of the official map is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for future public use. The official map is a Plan implementation device that operates on a community-wide basis in advance of land development and can, thereby, effectively assure the integrated development of the street and highway system. Unlike subdivision control, which operates on a plat-by-plat basis, the official map operates over the entire City in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans, because it serves as legal notice of the government's intention to all parties concerned well in advance of any actual improvements. It, thereby, avoids the altogether too common situation of development being undertaken without knowledge or regard for the long-range Plan and can help avoid public resistance when Plan implementation becomes imminent.

Following adoption of this Plan, it is recommended that the City pursue the preparation and adoption of an official map. This map should be prepared to coincide with the detailed plans prepared for the various special planning districts, neighborhoods, and planning areas relative to those features which can be indicated on such a map or series of maps.

NECESSARY AMENDMENTS TO THE CITY'S SIGN ORDINANCE

One of the most contributing factors to the public image of a city such as Franklin is its signs. This is especially true if Franklin continues to pursue economic development opportunities by stressing the quality of life in Franklin. Not only are signs an important image creating element, but they can also be a significant land use depending upon their size, bulk, height, placement, color and illumination. They become particularly important when they are obnoxious or not maintained. Thus, signs are an important

community character element which cannot be overlooked if the City truly desires to maintain those levels of community character expressed and set forth in this plan.

Unfortunately, the current Franklin Sign Ordinance is not adequate to control some of the visual pollution which has resulted from not addressing certain signage-related problems in the City. Areas in which the sign ordinance is weak are:

1. The coordination of sign size and type with the particular zoning district intensity in which the sign is constructed;
2. The coordination of sign size and type with lot width or frontage;
3. The removal of abandoned signs from premises where the use no longer exists;
4. The use of an amortization period (such as five years) for the removal of nonconforming signs, without such a period the community will never be rid of nonconforming signs;
5. The regulation or, in some instances, prohibition of particularly obnoxious sign types such as:
 - a. flags and pennants,
 - b. inflatable advertising devices or signs such as balloons,
 - c. temporary construction signs,
 - d. flashing and moving message signs,
 - e. off-site and off-premise signs which advertise businesses located elsewhere and not on the premises where the sign is located (in some instances, these even refer to businesses located in another town),
 - f. changeable copy signs (particularly when affixed to former trailer signs without wheels),
 - g. wall signs painted directly on walls,
 - h. snipe signs affixed to poles,
 - i. sandwich signs,

- j. temporary signs affixed to permanent signs,
 - k. signs illegally placed within public street rights-of-way,
 - l. vending machine signs,
 - m. neon strip lighting affixed to buildings and structures; and
6. The use of incentives to encourage sign owners to do a better job with the signs placed in the City.

To address all of these issues effectively, a new sign ordinance will be needed.

COMPREHENSIVE MASTER PLAN AMENDMENT AND UPDATE

One of the most trite expressions used in planning is: "the master plan is not cast in concrete." At one time, this phrase was intended to convey the message that a plan could be modified, if need be, to meet changing conditions or to correct errors. The phrase has now become the standard introduction for those who seek a handy catch-word to justify deviating, or simply ignoring, a community's comprehensive master plan.

Changes to long-range planning documents, such as this Plan or component thereof, are inevitable. Plans are generally based on various types of data and projections which, if faulty or outdated, cause the need for a reassessment of the goals, objectives, and policies of this Plan. Plans need a certain amount of flexibility to deal with unforeseen situations without requiring an amendment to this Plan. Oftentimes such flexibility is missing or not adequately dealt with in a plan.

If a plan is formulated in such a way that it often needs to be amended, residents and local officials will begin to think of a plan amendment as a normal everyday occurrence rather than an action which should be undertaken only after careful study. In addition, citizens may also lose faith in the plan itself and find their public trust in the plan greatly compromised. There are various strategies a community can adopt to minimize the number of plan amendments needed.

This Plan has been carefully developed to provide a reasonable amount of flexibility to accommodate changing conditions in the City and surrounding environs without a change in this Plan. This Plan avoids making detailed projections for factors that have high projection error rates. Nevertheless, any comprehensive master plan that uses projections such as those presented in both Chapters 2 and 8, or is based on assumptions, should have provisions for amendment.

Ground rules for updating this Plan and its various elements and for determining when this Plan should be changed or amended need to be adopted as an integral part of the plan itself. Basically, there are two types of changes: the periodic update, and the correction. The periodic update is like "fine-tuning" a Plan; that is, it adjusts the course of a Plan according to changing situations or new information. The correction is exactly what it sounds like. If a plan is based on faulty data, a correction may need to be made to goals, objectives, policies, and plan text or map that were based on the faulty data. All changes to the plan or its component parts should be accomplished by formal Plan Commission resolution which adequately addresses the reasons for a Plan change or amendment. Changes, however, need to be based upon sound planning practice reasons or rationale.

Rationale and Justification for Comprehensive Master Plan Amendment

As stated earlier, adjustments to this Plan should be made as required by changing conditions. Consequently, one of the important tasks of Plan implementation is a periodic reevaluation and reexamination of this Plan to ensure that it continues to properly reflect current conditions. It is recommended that this reevaluation and reexamination take place on at least an annual basis, or more frequently as changing conditions in the community may warrant. Since communities are dynamic rather than static places of human habitat, they continue to evolve and change as long as they exist. Periodic monitoring and updating is, therefore, intended to be an integral part of this Plan. A comprehensive review of this Plan every five years, thus, is necessary--in 1995, 2000, 2005, and 2010. The updates are more than checkpoints on the way to a final destination; they are points at which progress toward community goals and objectives achievement is reviewed. In 1995, and subsequent years, the update should also include an extension of the plan for an additional five years. Thus, this Plan is intended to continually accommodate a minimum of 20 years of growth.

Factors contributing to the possible need to amend this Plan are due to the long-range nature of this type of document. These factors are laid-out in this chapter to provide guidance in reasoning a Plan amendment. The important aspect of Plan amendment, however, is that it should not be taken lightly. A Plan amendment should be undertaken only after careful study and by reason of one of the following basic factors. These factors include projections, assumptions, data error, new issues, comprehensiveness, and data updates and the emergence of new data.

Projections: Plans are based on projections, because plans deal with future situations. Obviously, if the projections are in error or require modification due to the emergence of new data, then appropriate portions of this Plan or its component elements may need to be adjusted. The City of Franklin should monitor this Plan and its various elements based on the preparation of new projections. Comparisons should then be made between

what was projected and what is actually happening. If warranted and deemed necessary by the City Plan Commission, this Plan should then be amended to accommodate the new projections.

Assumptions: A number of assumptions have been made upon which this Plan is based. Assumptions may have to do with demographics; local, state, or national trends; natural resource base protection; generally accepted planning practice; etc. For example, during the late 1960s and early 1970s, a dramatic shift in birth rates occurred. Any plans based on the assumption that the birth rate of the 1950s would continue were dramatically affected by the change in birth rates.

Likewise, the 1990s appear to need careful monitoring of demographic trends. More importantly, the emergence of new roles for federal, state, and local government in the adequate funding of capital facilities requires extreme caution by the City in committing to capital investments. Such changes require many planning adjustments.

The City should review this Plan on an annual basis as an opportunity to review the accuracy of any assumptions upon which any elements of this Plan were based.

Data Error: An error in planning data differs from an assumption in that the faulty information is quantifiable. A sewer line may be under construction and designed to meet certain specifications. A construction error, new federal standards, or other factors may result in the line not functioning as planned or intended to. This too requires a Plan reassessment and, perhaps, a Plan amendment if it would affect achieving the desired planned land use in an area of the City.

New Issues: There may be issues that were not critical or foreseen when this Plan was initially developed. For example, community character is an issue that tends to stay in the background until it is almost too late to save it. New issues may require goals and objectives to be modified or new goals and objectives created to effectively deal with new issues as well as changes to this Plan text or maps. New factors affecting current issues can also present situations where this Plan or its component elements may have to be amended.

Comprehensiveness: The various elements of this Plan are well addressed and flexible to guide future City actions and specific decisions relative to urban development and growth. This Plan recognizes, however, that some elements may benefit from more detailed study and analysis. For major issues that require greater analysis than offered by this Plan, a Plan amendment may be justified if additional analysis is presented to the City and indicates such an amendment is needed. The amendment may be made by the City Plan Commission. The further detailed planning of neighborhood areas would also fall into this type of Plan amendment.

Data Updates and the Emergence of New Data: The maps, tables, and statistics upon which this Plan is based are factual in nature and are constantly changing. The annual review of this Plan is necessary. Where deemed appropriate by the City Plan Commission, amendments to this Plan should be made to keep this data current.

Comprehensive Master Plan Amendment

Whether during this Plan's annual review or at other times, guidelines as to whether or not this Plan should be amended are critical to have and use. During each review period, all projections and assumptions should be given detailed review at meetings where elected officials and citizens should be provided information on all new factors which might affect this Plan and be asked to submit any additional concerns of their own. **This Plan, or its component elements, should be revised in a manner similar to its original development, with substantial citizen participation, and by Plan Commission resolution prior to any Plan change or rezoning recommendation.**

In developing this Plan, special care has been taken to provide the necessary flexibility within land use classifications so that only a major change in land use, such as one involving significant changes in community or neighborhood character, intensity, or required services, would require a Plan amendment. This Plan also has built-in assumptions that provide a cushion to ensure that projections are not so tightly drawn that this Plan would require frequent changes. Such assumptions, for instance, allow a "cushion" of additional land use growth to allow for choice in the real estate marketplace. **Therefore, the need for changes on a yearly basis is unlikely while the need for reviews on a yearly basis is still important.** An update to this Plan every five years, therefore, may be quite responsive to changing conditions or public attitudes.

As presented in Chapters 1 and 8, this Plan is intended to serve the City to the year 2010--about 20 years during Phase I and somewhat beyond that time framework for Phase II. Nevertheless, a vehicle for Plan amendment must be provided. **Those seeking changes to this Plan must convince the City that a real and immediate need for Plan change exists based on one of the six criteria for changing this Plan, and that the reasons are sufficiently strong to justify a change.**

The combination of a flexible Plan and rules for changing this Plan make for a Plan that can be implemented and will have real meaning for decision-makers and landowners for the many years over the life of this Plan.

The preparation of detailed neighborhood, planning district, and planning area development plans serves to further refine and detail this Plan. In addition, these detailed plans are hereby defined as an actual element of this Plan.

Such detailed plans, while precise, must, nevertheless, also be somewhat flexible. The detailed plans are intended to be used as standards for evaluating development proposals advanced by either the private or public sectors. It should not be presumed that no plan at variance in some respect to the detailed plans are necessarily unacceptable. Local officials should still remain receptive to proposed plan changes that can be shown to be better than the detailed plans while still compatible with the underlying Plan goals and objectives as well as the overall Plan text and map. However, changes in development intensity and/or land use should follow the amendment procedures previously outlined even at the detailed plan level.

REFINEMENTS TO THE SANITARY SEWER SERVICE AREA BOUNDARY

The sanitary sewer service area for the City, as presented in Chapter 10, was delineated cooperatively by several units of government including the City of Franklin. Like other components of long-range plans, it needs to be periodically reviewed and updated if necessary. The process to be followed for such update would be similar to that which was followed to adopt the initial refinement shown in Chapter 10. In addition, such a change also represents a significant change in this Plan as well. Thus, it must also meet the Plan amendment requirements set forth earlier as well as regional water quality Plan amendment requirements.

THE NEED FOR A FIVE-YEAR CAPITAL IMPROVEMENTS PROGRAM

A capital improvements program is simply a list of fundable major public improvements needed in a community over the next five years, arranged of preference to assure that the improvements are carried out in priority of need and in accord with the community's ability to pay. Major public improvements include such items as streets, sanitary sewers, storm sewers, water mains, and public buildings and parks; together they form the "urban infra-structure" required to support urban land use development and redevelopment. A capital improvements program is intended to promote well-balanced community development without overemphasis on any particular phase of such development, and to promote coordinated development both in time and between functional areas. With such a program, required bond issues and tax revenues can be foreseen and provisions made. Needed land for the projects can be acquired in a timely fashion and staged construction facilitated.

The plan for the physical development of the community should be the primary source of projects to be included in the list. However, this list may also include projects suggested by department heads, as well as by community and neighborhood groups. The City of Franklin does not have a five-year capital improvements program. Such a program

should be established. The adopted Plan should have a significant role in both its initial preparation and its yearly revisions.

The development and maintenance of an up-to-date capital improvements program becomes very critical if the City intends to construct the various municipal building facilities needed by the years 2000 and 2010. These facility needs and their costs are set forth in Chapter 11.

PROVISION OF AN ADEQUATE NUMBER OF PROFESSIONAL PLANNING STAFF

The long-term maintenance of the City's new Plan, in the face of the new development and growth which is likely to continue in the City through both the Phase 1 and 2 planning periods, will require a corresponding and appropriate increase in the number of professional planning staff. The City Hall building program summarized in Chapter 11 indicated the level of spatial needs for the City's future Planning Department. Based upon that analysis, a number of additional planning staff will be required to handle increased work loads in both current and long-range planning. These increases should be planned for now so that this Plan does not quickly become outdated and unusable during the planning period.

THE NEED FOR HISTORIC PRESERVATION PLANNING

Chapter 8 sets forth the HPO Historic Preservation Overlay District as a land use district for this Plan. However, this land use district has not yet been mapped. The intent of this district is to provide for the protection and preservation of those structures whose historic or architectural interest are valuable contributions to the character and charm of the City or its smaller areas. Such structures and areas, through the use of such a district, would be deemed to represent a community asset justifying the public regulation of such structures and areas to ensure their preservation. It is further intended that the HPO District be used to protect the historic community character of such structures and districts. Ultimately, as recommended earlier, a corresponding HPO zoning district needs to be created within the City's Zoning Ordinance.

Prior to the prudent use of such a land use or zoning district, a complete community-wide historical survey needs to be conducted. Such a survey is the means by which a community, such as Franklin, examines itself to identify its unique historical heritage. Such a survey collects, organizes, documents, and photographs historical data and serves to make the community more aware of the value of preserving its past. A survey of this type has not yet been conducted for the City of Franklin and is needed--particularly in the area

of the unincorporated "village" of St. Martins. It is recommended that a complete and uniform historical survey, of the nature described and in conformance with accepted national historic preservation standards, be conducted by the City with assistance and guidance from the Historic Preservation Division of the State Historical Society of Wisconsin at Madison.

The City adopted, by Ordinance No. 90-1088, "An Ordinance to Preserve Historic Sites, Structures, and Districts." This Ordinance sets forth historic preservation-related definitions, the basis for the establishment of the City's Landmark and Historic Preservation Commission; the standards for the designation of historic structures, sites, and districts; and the administration of such districts. This Ordinance was created as a separate freestanding ordinance and not necessarily as an amendment to the existing Zoning Ordinance. We recommend, however, that this Ordinance be properly integrated into the City's Zoning Ordinance, since both were created under the provisions of the Wisconsin State Statute 62.23(7) for zoning enabling legislation. This could be accomplished during the comprehensive amendment of the City's Zoning Ordinance.

THE NEED FOR CONTINUED ECONOMIC DEVELOPMENT PLANNING

Increasingly, communities within Wisconsin, as well as across the nation, have recognized the need to initiate economic development strategies for retaining existing businesses and industries and attracting new businesses and industries to the community. The need for local economic development activities is evidenced by the decline in local economic conditions in many communities in southeastern Wisconsin and elsewhere during the 1980s. This decline had been, for the most part, the result of: dramatic increases in labor force unemployment rates, that resulted from the national economic recession that began in 1979; decisions by local businesses to relocate or expand to areas outside their present location; and employment contraction by existing employers, particularly those firms in the traditional durable-goods manufacturing industries.

In addition, the interest in local economic development activities which emerged during the 1980s was attendant to the increasing cost of utilizing natural and man-made resources for economic development purposes. In some cases, to provide a suitable environment for economic activity, communities, such as the City of Franklin, purchased land for industrial and business parks, as well as provided the necessary infrastructure--sanitary sewer and water supply facilities, storm sewers, and roads--for development purposes. As the cost of land and land improvements escalated, some communities, such as the City of Franklin, began to reevaluate previous decisions to promote economic development opportunities. While some communities have decided not to provide for the growth of existing business and industry and the location of new industry within their communities,

others are identifying economic development goals and objectives that indicate the type of business and industry growth that is compatible with the overall community.

To identify appropriate local economic development strategies, communities typically prepare an overall economic development plan, or key elements of such a plan. Such a plan inventories and analyzes the physical, social, and economic characteristics of a community; identifies the community's economic development potentials and constraints; describes alternative strategies for strengthening the local economy; and identifies the initial elements of a local economic development program designed to improve local economic conditions through business and industry retention, business and industry attraction strategies, and related economic development activities. Many of these factors have already been determined by the City and continue to be determined and reevaluated through the good work of the Franklin Economic Development Commission.

Land availability for the long-term economic growth anticipated in the City is set forth in the various commercial and industrial areas delineated on the various plan maps in Chapter 8. The delineation of the extent of these areas has been generous in this Plan to encourage continued economic growth and to assure choice in the real estate market place. At the same time, the quality of development is assured through the various development standards and criteria set forth in Chapters 3, 6, and 8.

PARK AND OPEN SPACE PLAN IMPLEMENTATION

The measures necessary to effectively implement the park and open space plan element of this Plan were presented in Chapter 9. These measures include a wide array of alternatives. *It is recommended that adequate impact fees be established and collected for the City's acquisition of public sites for parks, open space, and schools.*

